

Message Text

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ACTION LAB-04

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TO SECSTATE WASHDC 8191

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EO 11652: NA

TAGS: ILO ELAB PA

SUBJ: ILO TECHNICAL ASSISTANCE ACTIVITIES IN PARAGUAY

REF: A STATE 203991, B STATE 205684

1. SUMMARY. IN LAST TWO YEARS HERE HAS BEEN ONLY MINIMAL CONTACT BETWEEN ILO AND GOVERNMENT OF PARAGUAY, IN GREAT PART BECAUSE OF ORIT'S VIEWS ON THE LACK OF INDEPENDENCE OF PARAGUAYAN LABOR UNIONS. THERE HAVE, HOWEVER, BEEN THREE UNDP-FINANCED ILO-DIRECTED PROJECTS, ALL OF WHICH ARE SCHEDULED FOR TERMINATION IN DECEMBER 1976. THE THREE PROJECTS HAVE HAD ONLY LIMITED SUCCESS, CHIEFLY BECAUSE THEIR WORK PLANS AND OBJECTIVES WERE NOT WELL DEFINED IN ADVANCE. A NEW ILO PROJECT, INCORPORATING SOME OF THE ACTIVITIES IN THE COMPLETED PROJECTS, IS TENTATIVELY SCHEDULED TO BEGIN IN 1977. AN EVALUATION OF THE THREE PROJECTS IN THE FORMAT PROPOSED IN REF (A) FOLLOWS.

END SUMMARY.

2. PAR 74/012 - SUPPORT OF VOCATIONAL TRAINING SERVICE. ORIGINAL PROJECT OBJECTIVE WAS MANPOWER TRAINING FOR ITAIPU HYDROELECTRIC PROJECT TO BE PROVIDED BY ILO EXPERTS AND CARRIED OUT THROUGH THE NATIONAL VOCATIONAL

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TRAINING SERVICE (SNPP). SPECIAL EMPHASIS WAS PLACED

ON ESTABLISHING TRAINING UNITS WITHIN THE COMPANIES PARTICIPATING IN THE ITAIPU PROJECT. THE OBJECTIVE IS CLEARLY APPROPRIATE TO THE DEVELOPMENT NEEDS OF PARAGUAY. THE PROJECT CONSISTS OF THREE EXPERTS (ONE THE PROJECT DIRECTOR), IN-COUNTRY TRAINING OF SNPP INSTRUCTORS AND POTENTIAL WORKERS, AND A MODEST AMOUNT OF AUDIO-VISUAL EQUIPMENT. THE PROJECT TERMINATES IN DECEMBER 1976. THE ILO PROJECT WAS SLOW TO START DUE TO 1) LATE RECRUITMENT OF EXPERTS AND 2) LACK OF DIRECTION AND COORDINATION AMONG THE COMPANIES WORKING ON ITAIPU. THIS LATTER PROBLEM FINALLY FORCED THE OBJECTIVES OF THE PROJECT TO BE RECAST WITH A NATIONAL RATHER THAN ITAIPU-SPECIFIC FOCUS. AS PROJECT PROGRESSED, PROBLEMS PROFLIFERATED. RECRUITMENT OF EXPERTS BECAME OUT OF PHASE AND THE TWO SPECIALIZED EXPERTS ARRIVED (AND ONE EVEN LEFT) BEFORE THE PROJECT DIRECTOR GOT ON BOARD. PROBLEMS WITH THE ITAIPU COMPANIES CONTINUED TO PREVENT FOCUSING ON SPECIFIC TRAINING NEEDS. COUNTERPART FUNDING FOR SNPP FELL SHORT OF AMOUNT PROMISED. FINALLY, THE UNDP FINANCIAL CRISIS RESULTED IN DECREASED FUNDING ON THEIR PART. THE PROJECT DID NOT INVOLVE BUILDINGS, EQUIPMENT OR FELLOWSHIPS. OIT PERSONNEL WERE PROFESSIONALLY AND LANGUAGE QUALIFIED. BY JUNE 1976 PROJECT HAD TRAINED FOURTEEN INSTRUCTOR/ PROMOTORS OF WITHIN-COMPANY TRAINING UNITS AND FIVE INSTRUCTORS IN THE FIELD OF CONSTRUCTION. BY THE SAME DATE THE FOLLOWING TRAINING RESULTS HAS BEEN ACHIEVED: 42 PARTICIPANTS AT A 22 HOUR COURSE IN LUBRICATION; 39 PARTICIPANTS IN A 140 HOUR CONURSE IN MASONRY; 15 PARTICIPANTS IN A 50 HOUR COURSE IN METAL FITTING. OVERALL ASSESSMENT IS THAT PROJECT WAS A FAILURE IN TERMS OF ITS ORIGINAL OBJECTIVES. REASONS FOR FAILURE ARE BASICALLY 1) LACK OF DEFINITION OF WORK PLAN AT OUTSET OF PROJECT, CAUSED BY LATE RECRUITMENT AND OUT OF PHASE ARRIVAL OF EXPERTS AND INABILITY OF COMPANIES INVOLVED TO DEFINE NEEDS, 2) LACK OF SUFFICIENT COUNTERPART FUNDING AND PERSONNEL. BY CONVERTING PROJECT TO A NATIONAL FOCUS, SOME LONG TERM BENEFITS WILL ACCRUE BY PROVIDING SNPP WITH THE CAPABILITY TO FORM TRAINING UNITS WITHIN BUSINESS ENTERPRISES. FURTHER INFORMATION ON THIS PROJECT CAN BE FOUND IN THE LIMITED OFFICIAL USE

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REPORT OF THE TRIPARTITIE REVIEW OF 27/28 NOVEMBER 1975. ANOTHER TRIPARTITE REVIEW IS PRESENTLY IN PROGRESS. COPIES OF THESE REVIEWS SHOULD BE AVAILABLE AT UNDP AND ILO.

3. PAR 74/013 - ADMINISTRATION OF LABOR FOR THE ITAIPU HYDROELECTRIC PROJECT.

THE BASIC OBJECTIVE OF THE PROJECT ORIGINALLY WAS TO

MAXIMIZE THE USE OF PARAGUAYAN LABOR IN THE ITAIPU PROJECT, AN OBJECTIVE CLEARLY APPROPRIATE TO THE DEVELOPMENT NEEDS OF PARAGUAY. THIS PROJECT WAS CLOSELY RELATED TO PROJECT 74/012 DESCRIBED ABOVE. THE SPECIFIC SHORT TERM OBJECTIVES INCLUDED 1) ADVISING ON THE ESTABLISHMENT WITHIN THE MINISTRY OF LABOR OF AN OFFICE WHICH COULD HANDLE THE RECRUITMENT, SELECTION AND PLACEMENT OF PARAGUAYAN WORKERS FOR ITAIPU AND 2) ADVISING ON RESEARCH CONDUCTED BY THE MIN LABOR WHICH WOULD SUPPORT THE ACTIVITIES OF THIS NEW OFFICE. THE PROJECT WAS COMPOSED OF ONE EXPERT IN LABOR ADMINISTRATION, IN-SERVICE TRAINING OF THREE PARAGUAYANS IN REGISTRATION AND SELECTION OF PERSONNEL, AND A SMALL AMOUNT (\$10,000) OF OFFICE EQUIPMENT AND TWO VEHICLES. THE PROJECT TERMINATES IN DECEMBER 1976.

THE PROJECT WAS TO HAVE BEEN DEVELOPED IN CLOSE COORDINATION WITH THE ITAIPU BINATIONAL ENTITY, WHICH WAS EXPECTED TO BE THE MAJOR EMPLOYER FOR ITAIPU. HOWEVER, AFTER ABOUT SIX MONTHS, THE SELECTION AND CONTRACTING OF WORKERS WAS PUT IN THE HANDS OF SOME 25 COMPANIES WHICH WERE INVOLVED IN HOUSING CONSTRUCTION AND OF A PARAGUAYAN-BRAZILIAN LANDAU

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CONSORTIUM WHICH WAS BUILDING THE DIVERSION CHANNEL.
THIS CONSORTIUM DID NOT OPEN OFFICES IN PARAGUAY AND

AS A RESULT THE PROJECT COULD NOT WORK EFFECTIVELY WITH IT.

LITTLE WAS ACCOMPLISHED UNTIL THE CREATION IN MAY 1976 OF A NATIONAL EMPLOYMENT SERVICE (SENADE). BECAUSE OF THE DIFFICULTIES AND LACK OF RESULTS OF WORKING WITH THE VARIOUS COMPANIES INVOLVED IN ITAIPU, THE PROJECT WAS REDESIGNED TO WORK WITH SENADE ON A NATIONAL SCALE. THE ACHIEVEMENTS OF THE RE-DESIGNED PROJECT HAVE BEEN THE EXTENSION OF THE SERVICES OF SENADE AND THE CREATION OF A NATIONAL SYSTEM OF CERTIFICATION OF WORKERS.

THE PROJECT DOES NOT INCLUDE BUILDINGS, MAJOR EQUIPMENT OR FELLOWSHIPS. ILO PERSONNEL WERE PROFESSIONALLY AND LANGUAGE QUALIFIED.

OVERALL THE PROJECT HAS BEEN A FAILURE IN TERMS OF ORIGINAL OBJECTIVES AND A LIMITED SUCCESS IN TERMS OF ITS REDESIGN. FAILURE WAS DUE TO INADEQUATE DEFINITION OF SPECIFIC OBJECTIVES AND THE UNFORESEEN CHANGE IN THE HIRING PROCESS BY THE ITAIPU BINATIONAL ENTITY. THE CREATION OF A SYSTEM TO CERTIFY WORKERS LIMITED OFFICIAL USE

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SHOULD HAVE IMPORTANT LONG TERM BENEFITS. MORE INFORMATION IS AVAILABLE IN THE TRIPARTITE REVIEW DATED JULY 16, 1975.

4. PAR 72/006 - RURAL PROFESSIONAL FORMATION.

THE OBJECTIVE OF THE PROJECT IS TO PROVIDE USEFUL AGRICULTURAL AND VOCATIONAL SKILLS TO THE MEMBERS OF A LARGE SCALE COLONIZATION SCHEME. THE PROJECT REPRESENTS ONLY ONE PIECE OF THE LARGER INTEGRATED PROGRAM. THE OBJECTIVE IS APPROPRIATE TO THE PARAGUAYAN CONDITION.

THE PROJECT CONSISTS OF TWO EXPERTS (ONE IN RURAL PROFESSIONAL FORMATION AND ONE IN AGRICULTURE), TWO UNVOLUNTEERS (HOME ECONOMICS AND CONSTRUCTION), ADVISING SNPP PERSONNEL IN TRAINING LARGE NUMBERS OF COLONISTS, AND A LARGE AMOUNT (\$160,000) OF EQUIPMENT, PRIMARILY CHAIN SAWS AND VOCATIONAL TRAINING MACHINERY AND TOOLS. THE PROJECT STARTED IN 1973 AND TERMINATES IN DECEMBER, 1976. THE PROJECT HAS SUFFERED A SERIES OF SETBACKS SINCE INITIATION. THE PROJECT DIRECTOR ARRIVED NINE MONTHS LATE DUE TO RECRUITMENT PROBLEMS. THE COUNTERPART ORGANIZATION SNPP SUFFERED FROM FINANCIAL AND ORGANIZATIONAL PROBLEMS. THE EQUIPMENT WAS LATE IN ARRIVING (SOME \$120,000 WORTH IS JUST NOW ARRIVING IN ASUNCION) AND IS CONSIDERED TO BE

TOO SOPHISTICATED TO BE PRACTICAL IN THE VERY RUSTIC AREA IN WHICH IT IS TO BE USED. EARLY PROJECT PLANNING CALLED FOR SIX TRAINING WORKSHOP DISPERSED AROUND THE COLONY AREA BUT THE PROJECT DIRECTOR, WHEN HE ARRIVED, DECIDED ONE LARGE, CENTRAL WORKSHOP WOULD BE BETTER. CONSTRUCTION WAS DELAYED AND IS STILL NOT COMPLETED. EQUIPMENT IS NOT YET INSTALLED. ADMINISTRATION AT THE LOCAL SCENE HAS BEEN HAMPERED BY OVERCENTRALIZED CONTROL IN ASUNCION. TRAINERS CANNOT BE RETAINED IN THE PROJECT ZONE. IN THE FEW TRAINING COURSES GIVEN TO DATE, THERE HAS BEEN A LARGE DESERTION RATE. THE TWO UN VOLUNTEERS, EXPECTED TO BE ON SITE FOR ONE AND TWO YEARS, DEPARTED AFTER SERVING THREE AND EIGHT MONTHS RESPECTIVELY.

OVERALL ASSESSMENT IS THE THE PROJECT HAS BEEN AN LIMITED OFFICIAL USE

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ALMOST TOTAL FAILURE. MAJOR REASONS APPEAR TO BE: LACK OF COUNTERPART SUPPORT, BOTN IN FINANCIAL AND HUMAN RESOURCES; INADQQUATE PLANNING OF SPECIFIC OBJECTIVES; INABILITY OF LOCAL ORGANIZATIONS INVOLVED TO COORDINATE AND TO DELEGATE AUTHORITY TO PERSONNEL ON THE SCENE; CONSTRUCTION OF THE TRAINING CENTER IN A LOCATION WHICH IS UNREACHABLE BY THE MAJORITY OF THE PEOPLE IN THE PROJECT AREA AS A RESULT OF TRANSPORTATION DIFFICULTIES. MORE INFORMATION IS CONTAINED IN THE TRIPARTITE REVIEW CONDUCTED FEBRUARY 12, 1976.

5. A NEW ILO PROJECT IS NOW BEING DESIGNED FOR 1977. WHICH WILL FOLLOW ON THE MORE SUCCESSFUL ASPECTS OF PAR 74/012 AND 74/013. THE NEW PROJECT WILL BE CLOSELY RELATED TO A RECENTLY-SIGNED LOAN AGREEMENT WITH IBRD FOR THE EXPANSION OF THE PHYSICAL FACILITIES OF SNPP.
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